This Week's Forum: Pages 36 and 37

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EDUCATION WEEK

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Improvement Plan For Chapter 1 Seen Needing Overhaul

Achievement Standards Are Too Low, Many Say

By Julie A. Miller

WASHINGTON—As the Chapter 1 "program improvement" initiative enters its third year, many observers have concluded that the controversial program is not working as intended. Educators, researchers, and advocates familiar with Chapter 1 agree that lawmakers should retain the accountability concept when the Congress reassesses Chapter 1 next year, but that the improvement process needs a substantial overhaul.

"I'm not prepared to say it's a failure," said Cynthia Brown, the director of the resource center on educational equity at the Council of Chief State School Officers and a key member of a Chapter 1 study commission established by the council.

"The idea is right—we need accountability based on student outcomes," she said. "But there are big problems with how it's implemented and particularly with the assessment system."

The program-improvement initiative, created when Chapter 1 was reauthorized in 1988, requires schools to enter into a formal improvement process if their Chapter 1 students do not meet minimum achievement standards. State officials are authorized to intervene if improvement does not occur after a year of improvement efforts.

Observers agree that the process has served as a catalyst for change in many schools, as educators have been forced to evaluate their Chapter 1 programs for the first time in the remedial program's more than quarter-century history.

The problem, observers say, is that the minimum standards are sufficiently low and the rules sufficiently lenient that many schools whose students do not perform at acceptable levels can slip through the process without making substantial changes.

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Scott Humbert

Carol A. Beck has set up "grieving rooms" for her students and staff "to bring the grief and the reality to the surface so they can begin to heal themselves."

'This Has To Stop'

Coping in the Middle Of a War Zone At Jefferson High

By Ellen Flax

NEW YORK CITY—For a principal who lost five of her students to violent deaths in a single week last month, Carol A. Beck is a decided optimist.

Ms. Beck is the principal of Thomas Jefferson High School in Brooklyn, which became a national symbol of growing in-school violence when two students were fatally shot in its corridors last month. But instead of dwelling on the tragedy, Ms. Beck has begun to focus on her next project: creating a garden out of a garbage-strewn lot that adjoins the school.

The garden, which Ms. Beck plans to

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Legislation To Create National System Of Standards, Assessments Under Fire

By Julie A. Miller

WASHINGTON—Lawmakers leery of the idea of creating a national assessment system apparently have enough support to make major changes in pending legislation that could jeopardize the enterprise.

In the past few weeks, members of the House Education and Labor Committee have been engaged in a spirited debate over proposals to launch such a system.

"There would be some changes that would make the whole deal fall apart," Deputy Secretary of Education David T. Kearns acknowledged last week after testifying before the House Subcommittee on Elementary, Secondary, and Vocational Education.

The Congressionally authorized National Council on Education Standards and Testing—a 32-member panel of educators, business leaders, and government officials—drafted the proposal to create a process for setting national achievement standards and certifying assessments with which to measure progress toward them.

The council's recommendations essentially represent a deal struck between the Bush Administration and key governors and lawmakers who served on the council.

They include a reconfiguration of the National Education Goals Panel, which lawmakers have long sought. That panel would

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New Study Laments Lack of Change in Chicago Classrooms

By Ann Bradley

While the major elements called for in Chicago's landmark school-reform act have been successfully put into place, the bulk of the city's schools have yet to make changes in basic classroom practices, a report released last week concludes.

The analysis, conducted by the independent Chicago Panel on Public School Policy and Finance, examines the progress that has been made in the nation's third-largest school system as a result of the 1988 legislation that created councils to govern each of the city's schools.

Most of its conclusions are drawn from the findings of an intensive, ongoing study of 14 Chicago schools and from other studies the panel has conducted.

Midway through the first five years of school reform, the report concludes, most schools have developed improvement plans that "rely more upon adding on small increments than upon making radical changes."

The report acknowledges that more "radical" plans may emerge as the local

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After Dodging Budget Bullets, Education Deans Fear for Future

By Daniel Gursky

Education schools have largely been able to maintain the quality of their teacher-training programs despite the budget cuts that have hit hard at higher education in many states in the past year, say school deans and other teacher educators.

Many deans caution, however, that further reductions this year and next could cause lasting damage to their programs—and ultimately, to the nation's next generation of teachers.

"We're down to the point now where we're no longer cutting fat," said James Payne, the dean of the University of Mississippi's school of education. "We're into muscle and maybe bone."

David Smith, the dean of the college of education at the University of Florida, noted that budget cuts of more than 7 percent in the past year and a half "have to have hurt" his school's programs.

"We're awfully near the ragged edge of additional cuts hurting us a lot more," he added. "We have some key positions that really, really need to be filled."

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Robert Jordan

"We're no longer cutting fat," the University of Mississippi's James Payne says. "We're into muscle and maybe bone."

Also in the news

10 **A New Alternative?** Nonunion educators are banding together to offer a national alternative to the dominant teachers' unions.

IN SUMMARY

Charleston Case Ends
A federal appeals court has ruled that Charleston County, S.C., has eliminated the vestiges of educational segregation even though many schools there remain mostly black or white. **Page 4.**

Youths on Race Relations
America's youths share friendships and values that transcend racial lines, but they remain deeply wary of other races, a study released last week suggests.
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Cleveland Reformers at Work
The new reform slate on the school board is seeking a superintendent with a "fresh, new vision" and is hoping to negotiate an end to a long-running school-desegregation suit. **Page 5.**

Eye on Britain
Americans could learn a lot about school reform by scrutinizing attempts at educational improvement in Britain, two prominent researchers conclude in a new monograph. **Page 11.**

Head Start Headaches
The economic recession is helping to fuel a large increase in applicants for Head Start programs, and many programs find themselves with long waiting lists.
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Texas Decision Due
Gov. Ann W. Richards is expected to decide by next week whether to shut down 2 of 13 state schools for the mentally retarded, thus ending a deeply divisive legal battle.
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ACROSS THE NATION

NATIONAL

Carnegie Corporation Forms Task Force on Young Children

The Carnegie Corporation of New York has formed a task force to explore ways of ensuring that young children receive the nurturing and support they need.

The 27-member task force announced this month is being chaired by former Gov. Richard W. Riley of South Carolina and includes key professionals in education, health, business, psychology, child care, child development, and social policy as well as scholars, physicians, and researchers.

The panel will develop a report over the next two years to provide a "scientific framework and action agenda" for meeting young children's needs, focusing on the period from "preconception" to age 3.

The panel, which will build on other recent studies of young children, hopes to "illuminate a developmental sequence of experiences fostering healthy child development and ways to accomplish this sequence under contemporary American conditions," said David A. Hamburg, the president of the Carnegie Corporation.

The panel's executive director is Linda A. Randolph, a clinical professor of community medicine at the Mount Sinai School of Medicine on assignment to the corporation.

Among the panel members are Owen Brad Butler, the chairman of the Committee on Economic Development; Edward F. Zigler, the director of the Bush Center in Child Development and Social Policy at Yale University; Dr. Jonas Salk of the Salk Institute for Biological Studies in La Jolla, Calif.; Ramon C. Cortines, the superintendent of the San Francisco Unified School District; and Judith E. Jones, the director of the National Center for Children in Poverty.

■ **Colleges spend more money on men's athletic programs than on women's sports**, according to a survey conducted by the National Collegiate Athletic Association.

The study was released this month, two decades after passage of Title IX of the Education Amendments of 1972, the federal law that mandates educational equality for males and females.

The N.C.A.A. attributed the disparity in expenditures primarily to the far greater proportion of male athletes. Twice as many men participate in intercollegiate sports, largely because of the existence of football and the lack of a comparable sport for women.

The survey, based on responses from 646 schools for the 1990-91 school year, did find, however, that, "on average, the colleges have substantially met the Title IX standard with respect to the proportion of scholarship assistance going to women," said Richard D. Schultz, the N.C.A.A.'s executive director.

Mr. Schultz said the N.C.A.A. will form a task force to develop recommendations for achieving gender equity. ■

STATES

Kentucky Chief Seeks Ouster Of Four More Local Officials

Commissioner of Education Thomas C. Boysen of Kentucky has brought charges against four local school officials and is seeking their ouster under governance mandates contained in the state's 1990 reform law.

The state this month announced the citations separately targeting Ronald L. Hager, the Floyd County school superintendent, and three members of local school boards around the state. The state school board will hold a preliminary hearing in the cases on April 10.

The state has charged Mr. Hager with filing false financial reports, allowing an illegal bingo game at the district high school, failing to follow state bidding requirements, failing to act to reduce one school's $18,000 deficit, and failing to deposit more than $1 million in building funds in an interest-bearing bank account. Over three years, state officials said the bank error cost the district about $250,000.

The state also is attempting to oust Brown L. Adkins, an Elliott County board member whose medical license was suspended following a string of convictions on criminal weapons and drug- and alcohol-abuse charges; Coeburn Phillips, a Letcher County board member accused of using intermediaries to sell coal to the school district in violation of conflict-of-interest rules; and Larry Rogers, a Hart County board member charged with attacking a teacher during a basketball game.

As a result of earlier cases initiated by Mr. Boysen, two school superintendents and a school-board member resigned in the wake of charges and three other local board members were removed following a formal hearing earlier this year.

■ **The Ohio Department of Education has discontinued the state's school-evaluation system** and chosen to begin assisting school districts in which students show low academic-achievement rates.

Under the plan, the state will offer help to districts in which at least 75 percent of high-school freshmen have failed one or more proficiency tests and have shown little progress in raising achievement.

Superintendent of Public Instruction Ted Sanders ordered the change in an effort to shift administrators' focus from regulatory standards to student outcomes. State officials have already identified 48 school districts that will receive state assistance. Such assistance may include instructional advice in teaching reading, writing, mathematics, and citizenship. Other districts may also apply for state help.

The assistance program replaces regular compliance audits of districts based on such criteria as library collections, textbook use, and district policies. Under the new program, assistance from the state will be provided only if it is requested by the identified districts.

Mr. Sanders, who called the announcement "a turning point" for Ohio schools, will establish a procedure for parents and others to report violations of school standards that previously were policed by state officials.

The Scientific Method

Eduardo Contreras/Chicago Tribune

Students take a closer look at a science experiment during one of a dozen recent field trips in Chicago sponsored by the American Association for the Advancement of Science. The outings were designed to interest youngsters in scientific study.

In addition, the state board recently called for the development of performance-based standards for the state's schools, further underscoring the efforts to move beyond judging schools based on such inputs as course offerings, graduation credits, and school calendars.

■ **The Missouri Supreme Court has unanimously ruled that Gov. John Ashcroft can withhold nearly $35 million from state schools this year to cover the cost of desegregating the Kansas City public schools.**

The state high court reversed a lower-court decision in January that the Governor acted illegally in withholding $40.5 million in public-school funds in June 1991 and $34.5 million in August. The first cut came to offset a revenue shortfall, the second to comply with a federal court order requiring the state to pay for the Kansas City plan.

The supreme court held that schools under court-ordered desegregation plans are "free public schools" under the state constitution, and that any funding going to them—either through the funding formula or court order—counts toward the mandate that schools receive 25 percent of the state budget each year.

The suit was brought by the Missouri State Teachers Association and the Missouri National Education Association.

"The Supreme Court has delivered a devastating financial blow to the schools and children of Missouri," Kent King, the executive director of the M.S.T.A., said, adding that he was "very disappointed by the outcome." ■

DISTRICTS

Los Angeles Board Sees Deficit of $258 Million for Next School Year

The Los Angeles Unified School District, which has made deep cuts in its budget for the past three years, is projecting a budget deficit of at least $258 million for the 1992-93 school year.

Robert Booker, the district's chief business and financial officer, called the deficit "the worst budget problem I have seen in this school district" and warned that it could increase by as much as $100 million when inflation and enrollment growth are taken into account.

The projected deficit includes $75 million to partially reimburse the district's self-insurance funds, $59.9 million to restore and increase an emergency-reserve fund, and $98.5 million to begin to repay district employees for a 3 percent pay cut and restore salaries to the 1990-91 level.

In a budget briefing, Mr. Booker noted that the district's reserves and one-time money have been exhausted and that the projected deficit cannot be eliminated without slashing jobs, salaries, and benefit costs.

■ **A federal judge in Chicago has ruled that the Boy Scouts of America may exclude those who are not willing to pledge a "duty to God."**

In an 80-page ruling on March 13, Judge Ilana Rovner of the U.S. District Court for the Northern District of Illinois found that the Boy Scouts are not a public "place of entertainment" and therefore do not have to comply with Title II of the Civil Rights Act of 1964, said Mark Dupont, a law clerk for Judge Rovner.

The statute prohibits discrimination by such public establishments as restaurants, hotels, or nightclubs on the basis of race, religion, or national origin, Mr. Dupont said.

The ruling came after a trial last summer on a 1989 lawsuit against the Boy Scouts filed by Elliott Welsh and his 9-year-old son, Mark, of suburban Hinsdale, Ill.

The Welshes, who are agnostics, sought an injunction barring the Boy Scouts from excluding individuals who do not believe in a Supreme Being and sought admission to a local Cub Scout pack, according to Mr. Dupont and Richard Grossman, the Welshes' lawyer.

Mr. Grossman said the Welshes were "disappointed" with the "surprising" decision. They will appeal to the U.S. Court of Appeals for the Seventh Circuit, he said.

Blake Lewis, a national Scout spokesman applauded the decision. "We believe Judge Rovner's ruling is a reaffirmation of our right to determine the qualifications of members" of the Scouts, he said.

■ **Teachers in East Chicago, Ind., continued to strike last week, defying a superior-court judge's order that they return to work.**

The district's 420 teachers have been on strike since March 9 despite a state law that prohibits teacher strikes. During the work stoppage, school officials have attempted to administer the Indiana Statewide Testing for Educational Progress examinations, which were supposed to have been completed by March 18.

Students in grades 10-12, who do not have to take the exams, remain out of school indefinitely, said Norman Comer, the superintendent of schools. The school system has about 7,100 students.

The East Chicago Federation of Teachers Local 511 rejected a school-board contract offer that included pay raises of 5.5 percent for 1992 and 6 percent for next year. The union has argued that 4.2 percent of the raise will be eaten up by higher health-insurance costs.

Victoria Candelaria, the president of the local, maintained that the strike is not only about money. "It is a matter of priorities," she said.

The union, which charges school officials with creating a patronage system of employees who are paid high salaries for little work, has released daily lists of names, titles, and salaries of employees it considers unnecessary.

A state-appointed fact finder was scheduled to meet with union and school-board negotiators this week in an attempt to resolve the conflict.

■ **The Wisconsin Department of Industry, Labor, and Human Relations has denied a bid by the Madison teachers' union to have a middle school declared an unsafe workplace because of attacks on teachers there.**

John Matthews, the executive director of Madison Teachers Inc., said the union had hoped the state would close Cherokee Middle School until corrections were made, forcing the school district to "deal with the situation."

The school has recently logged some 30 to 40 violent incidents, including threats against teachers' lives, school officials said.

However, the state agency only inspects buildings for structural safety and has no authority over the behavior of people in a building, according to Howard Bernstein, a lawyer for the department.

"What we know about is asbestos, wiring," he said, "not how to make the building safe from other people."

Though the union's request was denied, Madison school officials have increased school security and have appointed a task force to resolve the school's safety problems. Administrators will also consider implementing 30-day residential schools for disruptive students, self-esteem programs, and other measures recomended by a previous task force.

'At least we've made some progress," Mr. Matthews said. ■

DIMENSIONS

Vocational-Education Teachers

Teachers of vocational education tend to be older and to have completed fewer years of postsecondary education than their nonvocational counterparts in high school, according to data compiled by the National Center for Education Statistics.

As part of the Schools and Staffing Survey, the center compiled data on teaching assignments during the 1987-88 school year.

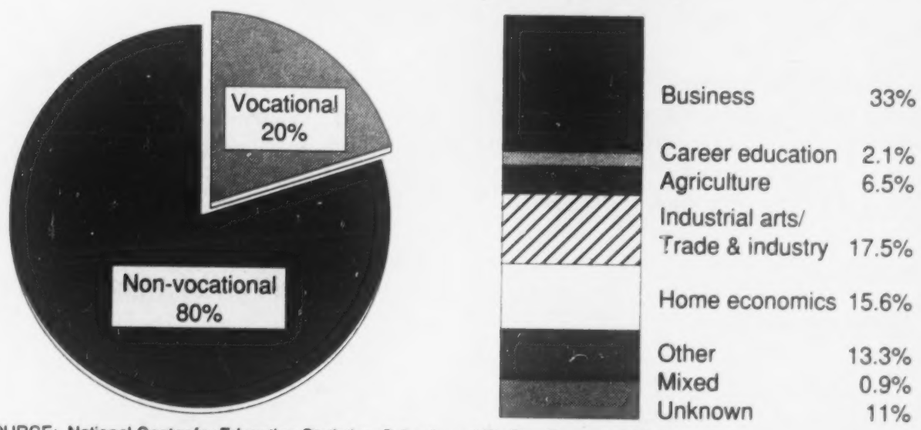
According to the data, nearly 27 percent of vocational teachers were age 50 or older, compared with 18.5 percent of nonvocational teachers.

In education level, more than 7 percent of vocational teachers had not completed a bachelor's degree, compared with fewer than 1 percent of nonvocational teachers. Also, only 46 percent of vocational teachers had earned a master's degree, compared with 54 percent of nonvocational ones. The report attributes the difference, in part, to state policies allowing vocational teachers to substitute work experience for academic credit.

The survey also found that vocational teachers had much smaller classes and reported having a much greater control over their course material than nonvocational teachers. They also were much more likely to say they would remain in teaching until retirement.

Copies of "A Comparison of Vocational and Non-Vocational Public School Teaches of Grades 9 to 12" are available from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402; telephone (202) 783-3238.

Teaching Assignments of High-School Vocational Teachers, 1987-88



SOURCE: National Center for Education Statistics, Schools and Staffing Survey, 1987-88

UPDATE

■ **The Los Angeles Board of Education voted last week to enter a consent decree that would require the district to equalize funding for its schools, as demanded by black and Hispanic groups.** *(See Education Week, Dec. 11, 1991.)*

The board voted 4 to 2, with one abstention, to enter into the consent decree negotiated over the past two years, but only after amending the decree this month in ways that were seen as likely to discourage its approval by the other parties involved.

Ron Rodriguez, a teacher, filed suit in 1986 alleging that the district's system for distributing resources resulted in stark funding inequities. He was backed by minority advocates who said black and Hispanic children suffer most from inequities among the city's 600 elementary and secondary schools.

The agreement calls for the district to allocate funds on a per-student basis, giving individual schools roughly equivalent amounts per child to be budgeted for teachers, administrators, supplies, and various services.

Under the current system, money follows teachers and allows some attractive schools to recruit disproportionately experienced faculties and receive more funding from the district. Lawyers for Mr. Rodriguez have asserted that schools in poor or minority neighborhoods can receive $300 to $400 less per student as a result.

A Los Angeles County superior-court judge last week declined to accept or reject the agreement after the plaintiffs balked at amendments barring mandatory employee transfers and reducing, to 90 percent from 95 percent, the percentage of schools that must be funded equally by the fall of 1997. ■

PEOPLE

■ **Jay Taggart**, Utah's superintendent of instruction, has resigned after 18 months in the job.

Mr. Taggart, 65, cited personal reasons for his decision.

He will be succeeded on April 1 by **Scott Bean**, the deputy superintendent who was unanimously appointed to the position by the state board of education immediately after Mr. Taggart announced his resignation.

■ **Paul Jung**, the superintendent of Community Consolidated School District 62 in Des Plaines, Ill., is the new president of the 18,000-member American Association of School Administrators.

Paul Jung

Mr. Jung has led the Des Plaines schools since 1981, and previously worked in several other Illinois districts. ■

New Survey Discerns Deep Divisions Among U.S. Youths on Race Relations

By Peter Schmidt

WASHINGTON—The nation's youths share friendships and values that transcend racial lines, but they remain deeply wary of other races and feel their own group is most affected by discrimination, a study released here last week suggests.

The study, commissioned by People for the American Way, is based on a nationwide telephone survey of 1,170 youths between the ages of 15 and 24, as well as in-depth interviews and studies of focus groups involving youths in that age range. It was conducted last fall by Peter D. Hart Research Associates.

Arthur J. Kropp, the president of People for the American Way, a liberal lobbying group that focuses on civil-liberties issues, said the findings "should send a chilling message to all Americans: Ours is a nation divided."

"Our young people," Mr. Kropp said, "have placed themselves in opposing camps, divided by race, and they tend to believe only the worst about youth of other races."

But Karlyn H. Keene, a fellow at a the American Enterprise Institute, a conservative think tank, pointed to several positive findings, including ones showing that youths of all racial and ethnic groups share certain core values, and that three-fifths of black youths surveyed do not feel they have been victims of discrimination.

While 50 percent of the youths surveyed described the state of race relations in America as "generally bad," 55 percent also said that they believed such relations are getting better. The respondents, for the most part, felt their attitudes toward race relations are healthier than those of their parents.

And at least 90 percent of the youths in every demographic subgroup, including 96 percent of low-income whites and low-income blacks, agreed that race relations would improve if people took more responsibility for themselves rather than blaming others for their problems.

Uneasy With Other Groups

Both blacks and whites were described by 55 percent of the respondents as uneasy rather than comfortable in dealing with members of the other racial group.

Fifty-six percent of whites said white people would not be safe in most black neighborhoods, regardless of the neighborhoods' socioeconomic status, and 4 in 10 black respondents said members of their race would not be safe in most white neighborhoods.

Eighty-two percent of all respondents, including 81 percent of young whites, agreed with the proposition that "racial and ethnic minorities still face a lot of discrimination," and only 45 percent said the nation is doing very well or fairly well in ensuring the fair treatment of minorities.

But when it came to issues related to their own economic self-interests, there was a large gap in perceptions between white and minority youths.

Most whites, Hispanics, and blacks, for example, felt that their respective groups were the most likely to be denied economic opportunity because of discrimination.

When asked their opinion of various approaches to dealing with racial problems in society, blacks and Hispanics were more inclined than whites to favor school integration, multicultural education, minority scholarships, affirmative action, and punishment for students who use racial slurs. White youths, on the other hand, were more likely than minorities to favor making it harder for people to stay on welfare.

Values and Friendships

Despite such differences, a consensus appears to exist among young people of all races on core values such as family, personal responsibility, and fairness, according to the study. All groups believe the three most important factors for success in life are education, hard work, and a fair chance.

The young people surveyed also appeared more likely than the generation before them to socialize with members of other races: 8 in 10 said they frequently came into contact with members of other ethnic and racial groups, often when they could have chosen not to.

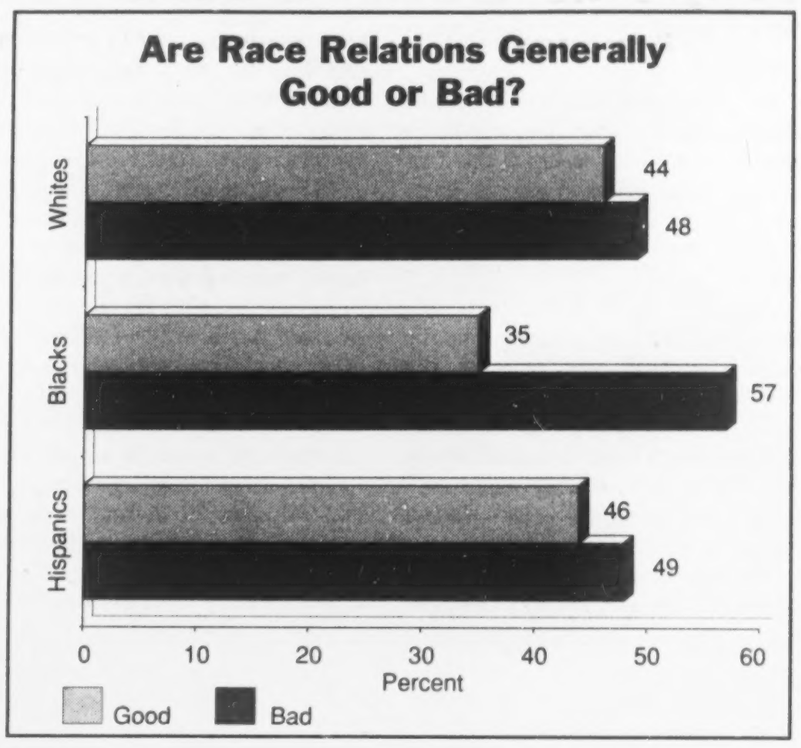
Overwhelming majorities, especially among minorities, approved of interracial dating and said they would feel comfortable working for, visiting the home of, and being roommates with someone of a race other than their own.

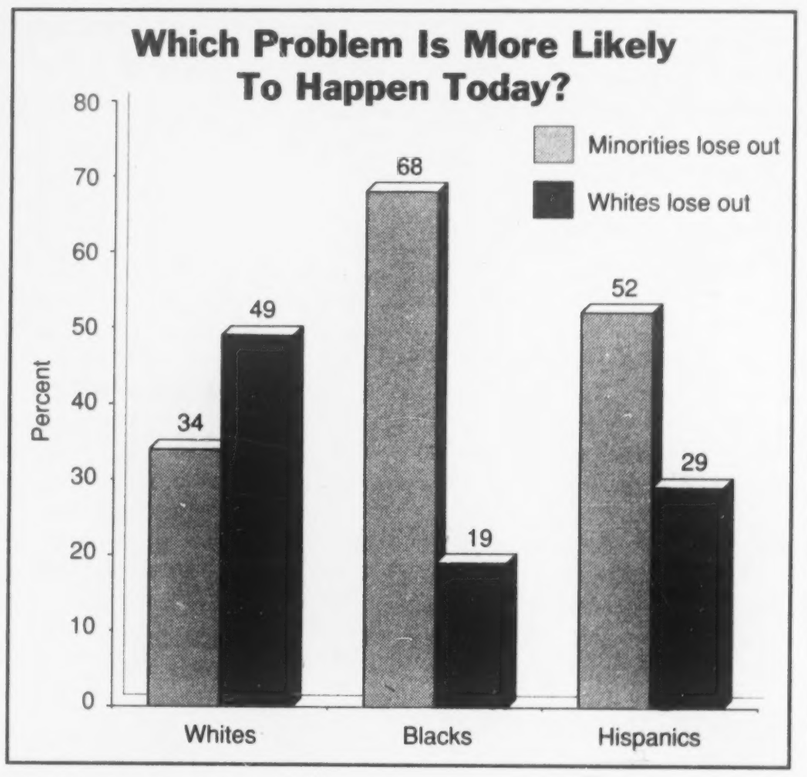
More than 70 percent of respondents said they have a "close personal friendship" with a person of another race.

Many, however, appeared to believe that their friends from other racial and ethnic groups were exceptional, rather than representative, and appeared unable to translate their own positive experiences into positive attitudes toward those groups as a whole, the study said.

Aside from parents, the greatest influences on racial attitudes cited by the youths were personal experiences and then friends, with teachers, newspapers, and television trailing far behind.

Young Americans' Views on Race Relations





SOURCE: People for the American Way

Cleveland Seeks New Superintendent, End to Court Case

By Peter Schmidt

The Cleveland Board of Education, dominated by four members elected in November on a reform slate, has moved to replace Superintendent Frank J. Huml and to negotiate an end to the district's long-standing school-desegregation case.

The board voted this month to reassign Mr. Huml to another administrative position, and is expected early next month to consider a list of finalists for the superintendent's post.

The board also has replaced its lawyers in the district's desegregation case with a new team viewed as more likely to reach a settlement, and has made clear that it intends to shake up the district's administration, trimming fat and appointments that appear to have been inspired by patronage.

"There is so much that has to be undone," said Carol S. Gibson, the executive director of the Cleveland Initiative for Education, a community organization. Last week, Ms. Gibson praised the board for making "a slow but clear start toward a future in which the system will be held accountable for student outcomes."

The board last week continued to be stalled by dissent, however, as two veteran members, James M. Carney Jr. and Gary J. Kucinich, opposed most of its actions and argued that the district should continue its fight in court to get out from under a federal desegregation order.

"I have never seen people who were such absolute puppets," Mr. Carney said of the reform slate, accusing them of acting at the whim of his political rival, Mayor Michael R. White, and members of the city's business establishment who helped them get into office. *(See Education Week, Oct. 23, 1991.)*

Further tensions between board members appeared likely last week after Mr. Huml, who will remain in office until a successor is found, proposed a $457-million budget for next fiscal year that was more than 8 percent over anticipated revenues. The board had called for significant reductions in administrative spending and the closing of four elementary schools.

Huml Requests Reassignment

Still, in a city that is notorious for its fierce school-board politics, Mr. Huml is the first superintendent in several years to leave his post at the end of his contract, without resigning or being forced out.

Mr. Huml remained in charge last week, but a contract he signed with the board late last month calls for him to be reassigned on March 31 to the position of adviser for planning, policy, and operations and as liaison to the Ohio Department of Education.

Mr. Huml will continue to be paid at his current daily rate, or about $152,400 per year, and be given a 25-day annual vacation allotment. Under the terms of the contract, he will resign from the new position effective June 30, 1993.

In a brief letter sent to the board last month, Mr. Huml, who has served the Cleveland schools in some capacity for 29 years and has been superintendent since June 1990, asked that he be reassigned to another position "for personal and professional reasons."

A board-passed resolution commended Mr. Huml for "strong and consistent leadership" and credited him with bringing the 71,000-student district stability, peaceful labor relations, balanced budgets, and marked improvements in student performance and other areas.

Lawrence A. Lumpkin, the board's new president, last week characterized the process of negotiating a new contract with Mr. Huml as having "its tense moments" but going smoothly over all.

Mr. Carney, however, last week maintained that Mr. Huml "did an excellent job and the way he has been treated has been a disgrace."

"Dropping him is ridiculous," Mr. Carney said, asserting that the board reassigned Mr. Huml because it wanted "someone flashy from out of town" and because the superintendent "didn't spend enough time 'brown nosing' " the new board members or the political and business leaders who backed their campaign.

'Fresh, New Vision'

Mr. Lumpkin said a search committee has been looking nationwide for someone to bring "a fresh, new vision" and "new and exciting ideas" to the district.

The board had considered seeking nontraditional candidates for the position, but the strongest of the two dozen candidates being considered by the committee all have traditional superintendent backgrounds, Mr. Lumpkin said.

Ms. Gibson, a co-chairman of the superintendent-search committee, last week said the new superintendent should be "someone who has articulated a belief system about poor kids being able to learn."

Mr. Carney, however, last week accused the search committee of valuing style over substance and made a prediction, denied by Ms. Gibson, that the candidates will be selected based on race.

An End to Busing?

One of the chief challenges facing the new superintendent will be getting the district out from under the desegregation order.

U.S. District Judge Frank J. Battisti this month announced that he was open to alternatives to busing for racial balance in the district, provided the new approaches are constitutional and improve education in the district.

"It should be clear that the court did not set out to run a busing company," Judge Battisti said.

But, the judge added, the school board during the past decade "displayed a recalcitrance and hostility" toward the court that prevented any progress in the case that could lead to a dialogue on the merits of busing.

The judge praised the new board for being open to negotiation, rather than litigation, and expressed a willingness to pursue a negotiated end to busing if the district has made significant progress toward overcoming segregation by Aug. 1.

Judge Battisti said he was lifting 534 of 606 orders issued in the case since 1976, most of which dealt with procedural or administrative matters, because they had been complied with or no longer were relevant.

The judge left intact the basic remedial order governing the district and called on the board to discuss ways to improve education, develop alternative student assignments, and eliminate the vestiges of past discrimination to the extent practicable.

Mr. Lumpkin said the board expects by the court deadline to submit a plan designed to reduce busing while maintaining racial balance and successful programs driven by the desegregation order.

Nation Found Losing Ground on Measures of Child Well-Being

By Deborah L. Cohen

Shifts in the economy, changes in "the routines and realities" of family life, and the failure of institutions to respond to those realities have severely hampered "the capacity of typical families to raise their children well," a report tracking children's condition in the 1980's contends.

In its third annual report ranking states' progress in improving child well-being, Kids Count, a joint project of the Center for the Study of Social Policy and the Annie E. Casey Foundation, concludes that the nation slipped behind or stood still on seven of the nine measures studied.

The report, which was scheduled to be released this week, is based on a wide range of federal and state data analyzed by the Population Reference Bureau.

Indicators that worsened during the 1980's, according to the study, included child poverty, births to unmarried teenagers, numbers of children living in single-parent homes, and percentage of low-birthweight babies. More youths were also required by juvenile courts to spend "formative years" away from their families, and the likelihood of a teenager's death as a result of an accident, suicide, or murder rose.

While 28 states made progress in increasing the share of 9th graders who graduate from high school within four years, the national rate of about 70 percent remained stable, the study found. And while the U.S. infant-mortality rate improved nationwide and in all states, it found, an African-American baby was twice as likely as a white baby to die in the first year of life.

One of the report's few positive findings was that the death rate for children ages 1 to 14 fell.

States Ranked

Based on states' overall performance on all measures, the report ranks North Dakota first and Mississippi last. Among its specific findings:

- Alaska, Maine, and Minnesota had the fewest low-birthweight babies.
- New Hampshire fared best in reducing the number of children in poverty, while Louisiana ranked last.
- Alabama had the highest share of children in single-parent families—32.6 percent. In North Dakota, which ranked best on that measure, the share of children in single-parent homes still rose, from 9.7 percent during the 1980-1984 period to 12.4 percent in the period from 1987 to 1991.
- Minnesota had the highest high-school-graduation rate in 1989—89.3 percent—while Florida, with 56.5 percent, and the District of Columbia, with 55.3 percent, had the lowest rates.

While some states with poor rankings on certain measures still showed improvement over time, the report notes that in 33 states where 82 percent of the nation's children live, children fared worse on more than half of the nine indicators.

"This constitutes a national pattern of child neglect," said Judith Weitz, the Kids Count coordinator for the Center for the Study of Social Policy.

"Family values have not changed that much," she said. "But the circumstances in which families are trying to make it have changed a great deal."

In a foreword to the report, Douglas W. Nelson, the executive director of the Annie E. Casey Foundation, said, "Families today have fewer resources to provide for their children, less time to devote to their nurturing, fewer informal supports, and more anxiety about their children's futures."

Between 1979 and 1990, the report says, the real median income of families with children fell by 5 percent. The average income for those in the lowest bracket fell by 12.6 percent, to $9,190. Children were the poorest group, it says, with one in five, or 12.7 million, living in poverty in 1990.

It also notes that the share of children with mothers in the workforce rose from 39 percent in 1970 to 61 percent in 1990, and that one in five children—almost 13 million—live in a single-parent home, more than twice the share 20 years ago.

Another "powerful barometer of family stress," said Ms. Weitz, is the finding that growing numbers of children beset by family problems such as drug abuse, child abuse, teenage pregnancy, and poverty are not living in a household headed by a parent.

The report says that about 10 percent of children under 18 live with other relatives, neighbors, friends, or in institutions.

These data have implications for educators, Ms. Weitz said, noting that, "if we're serious about education reform, we have to also deal with other risks children experience, because in the end it will affect the performance of students."

Improving the conditions for rearing children, Mr. Nelson argued, will require a review and reform of wage, tax, welfare, and unemployment policies; day-care systems; work-site practices; and health care. He also called for more community-based family-support services and "positive youth-development opportunities" to complement parents' role.

Copies of the 1992 "Kids Count Data Book" are available for $12.50 each from the Center for the Study of Social Policy, 1250 I St., N.W., Suite 503, Washington, D.C. 20005.

National Indicators of Child Well-Being

Indicators	From		To		Difference
Percent low birth weight babies	1980	6.8 %	1989	7.0 %	+0.2 %
Infant mortality rate (per 1,000 live births)	1980	12.6	1989	9.8	-2.8
Death rate Ages 1-14 (per 100,000 children)	1980	39.5	1989	32.4	-7.1
Violent Death rate Ages 15-19 (per 100,000 teens)	1984	62.4	1989	69.3	+6.9
Percent all births that are to single teens	1980	7.5 %	1989	8.6 %	+1.1 %
Custody rate, ages 10-15 (per 100,000 youths)	1985	142	1989	156	+14
Percent graduating high school	1982	69.7 %	1989	69.6 %	-0.1 %
Percent children in poverty	1979	16.0 %	1986-90	19.5 %	+3.5 %
Percent children in single-parent families	1980-84	21.3 %	1987-91	24.1 %	+2.8 %

SOURCE: Center for the Study of Social Policy; Annie E. Casie Foundation

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Larry Hayes

President of the Education Writers Association, Editorial Page Editor of the Fort Wayne Journal-Gazette, and News Views Editor of Phi Delta Kappan.

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